



THE CITY OF SAN DIEGO **MANAGER'S REPORT**

DATE ISSUED: August 28, 2002 REPORT NO. 02-193

ATTENTION: Land Use and Housing Committee
Agenda of September 4, 2002

SUBJECT: Approval of Visitor Oriented Parking Facilities Study for La Jolla, Pacific Beach and Old Town

REFERENCE: City Council Hearing on La Jolla Traffic and Parking Task Force Recommendations September 8, 1998,
City Manager's Report No. P-98-169, August 19, 1998,
Appropriation Ordinance (No. 18827), July 25, 2000,
City Manager's Report No. 02-160, for July 17, 2002 Land Use and Housing Committee.

SUMMARY

- Issues - Should the Land Use & Housing Committee:
- (1) Accept the Visitor Oriented Parking Facilities Study for La Jolla, Pacific Beach, and Old Town;
 - (2) Recommend that the City Council direct staff to implement various parking management strategies in the studied communities, as shown in Attachment 1;
 - (3) Recommend that the City Council direct staff to move forward with the establishment of a Parking Meter District in La Jolla, and subsequently to investigate the feasibility of potential financing options for the purchase and installation of parking meters in La Jolla, through the City Equipment and Vehicle Financing Program (EVFP) or other vendor financing plans, if available and;
 - (4) Recommend that the City Council direct staff to pursue and identify funding options in order to proceed with site selection, and to identify suitable financing alternatives for public parking structures in La Jolla, Pacific Beach, and Old Town?

Manager's Recommendation -

Recommend the City Council:

1. Accept Visitor Oriented Parking Facilities Study for La Jolla, Pacific Beach, and Old Town.
2. Direct staff to implement various parking management strategies in the studied communities, as shown on Attachment 1.
3. Direct staff to move forward with the establishment of a Parking Meter District in La Jolla, and subsequently to investigate the feasibility of potential financing options for the purchase and installation of parking meters in La Jolla, through the City EVFP or other vendor financing plans, if available.
4. Direct staff to pursue and identify funding options in order to proceed with site selection, and to identify suitable financing alternatives for public parking structures in La Jolla, Pacific Beach, and Old Town.

Community Planning Group Recommendations

The La Jolla Community Planning Association, the Pacific Beach Community Planning Committee, and the Old Town Community Planning Committee have reviewed and voted to recommend approval of the Visitor Oriented Parking Facilities Study and to proceed on to the next phase.

Other Recommendations

The La Jolla Coastal Access and Parking Board, the La Jolla Town Council and Promote La Jolla Inc. (the BID for La Jolla) recommended approval of the La Jolla study.

Discover PB (the BID for Pacific Beach) recommended approval of the Pacific Beach study.

The Old Town San Diego Chamber of Commerce, the Economic Restructuring Committee, the Old Town Historic Community Foundation, the Save Our Heritage Organization (SOHO) and the State Park Concessionaire along with the Planning Committee jointly recommended approval of the Old Town study.

Environmental Impact

These issues are categorically exempt from CEQA pursuant to State CEQA Guidelines, Section 15262.

Fiscal Impact

The costs to conduct site evaluation studies and financial analysis for parking structures in La Jolla is estimated to be approximately \$80,000 for the Dip Site, \$70,000 for the Helen Smith Site, and \$70,000 for the Union Bank parking lot. The costs for combining site evaluation studies and preliminary engineering is estimated to be approximately \$375,000 for the Dip Site, and \$355,000 each for the Helen Smith, the Union Bank parking lot, and the Shell Sites. Up to \$304,000 could partially be funded from the La Jolla Coastal Impact Fees funds, currently being held by the California Coastal Commission, subject to the Commission's approval. Preliminary engineering would only

be undertaken on the one or two sites that are selected through the evaluation process. The costs for preliminary engineering and financial analysis for parking structures in Old Town and Pacific Beach are estimated to be \$330,000 for the Harney Street/Juan Street Site (city-owned lot) and \$415,000 for the Hornblend Street/Bayard Street Site. There is no identified funding for the remainder of estimated costs to conduct preliminary engineering and financial analysis for parking structures in La Jolla, Pacific Beach, and Old Town.

If funding through the EVFP is found to be a feasible option, the lease purchase payments for parking meters costing in the range of \$204,000 to \$2,600,000 (depending on the type of meter selected) are estimated to range from \$45,000 to \$600,000 annually over the term of the lease purchase. These payments are to be funded by the anticipated parking meter revenues. The EVFP option does not include the financing of sales tax. Sales tax is estimated to be in the range of \$16,000 to \$200,000 (depending on the type of meter selected). Should this option be selected, staff would need to pursue and identify funding options in order to pay the sales tax portion of the parking meter costs.

BACKGROUND

At the July 15, 1997 City Council Hearing on the Green Dragon Colony, the Mayor and City Council directed the formation of the La Jolla Traffic and Parking Task Force. The Mayor and City Council appointed the Task Force to make recommendations to improve traffic circulation and parking in the La Jolla Community. Over the course of its existence (August 8 - October 21, 1997), the task force met weekly to discuss possible solutions to La Jolla's traffic and parking problems. On February 2, 1998, the task force presented their recommendations to the Mayor and City Council.

In April 2000, City and state officials met in Old Town to discuss the parking needs of Old Town. During budget deliberations in July 2000, the City Council appropriated \$150,000 for the Visitor Oriented Parking Facilities Study in La Jolla, Pacific Beach, and Old Town. In September 2000, the City contracted with Wilbur Smith Associates (WSA) to conduct parking studies to evaluate parking conditions, determine the extent of parking deficiencies, and provide conceptual analysis of parking program costs and financing mechanisms to implement parking improvements in these communities.

The draft report and findings were presented at numerous meetings in each of the communities. Comments were solicited and those received were analyzed and addressed in the final Visitor Oriented Parking Facilities Study for La Jolla, Pacific Beach, and Old Town.

During the July 17, 2002 Land Use and Housing Committee Meeting, staff presented an informational report to the committee and updated committee members regarding the status of the Visitor Oriented Parking Facilities Study for La Jolla, Pacific Beach, and Old Town. After listening to community stakeholders' comments, the committee directed City staff to bring back the full study and recommendations to the committee's September 4, 2002 meeting.

DISCUSSION

General:

For each community a parking survey was conducted during peak and off-peak visitor seasons for both weekday and weekend conditions. The data was used to determine existing parking characteristics such as parking supply, occupancy, accumulation, and turnover. Parking occupancy is a measure of how many vehicles are observed on the street or in lots at a given time of the day and is usually expressed as a percentage. Typically when parking occupancy is at 85 percent or higher for a street or area, parking deficiency exists and additional supplies may be needed.

The analysis of existing and future parking needs indicate that there are significant shortages of convenient parking spaces in all three studied communities. Estimated parking shortages for existing and future target years 2005 and 2020 for each community are shown in the following table:

Estimated Parking Space Deficiencies

COMMUNITY	EXISTING	YEAR 2005	YEAR 2020
La Jolla	730	860	1,170
Pacific Beach	430	560	880
Old Town	365	455	675

Parking management strategies help to balance parking supply and demand, and also improve parking efficiency. Many of these strategies were evaluated for these communities including: conversion of on-street parallel parking to diagonal parking; posted parking time limits; parking enforcement; signage; residential permit parking program; shuttle service and satellite parking facilities; pay on-street parking; zoning regulations; and strategies to reduce parking demand, such as improving transit service and increasing the participation in car pools.

The study shows that even after the appropriate parking management strategies are implemented, current supply and demand conditions would justify the construction of one or more parking structures in each community.

Wilbur Smith Associates and City staff, with assistance from community planning group members, identified candidate sites for parking structures in each community. For each of the candidate sites, parking structure concepts were developed to determine approximate parking capacity and to provide a basis for planning-level cost estimates. Conceptual financing

techniques were used to estimate parking program costs and potential financing mechanisms to implement parking improvements. Physical development of a parking structure on many of these sites appeared practical.

Potential Financing Options for Proposed Facilities

To help finance the construction of public parking structures, in addition to relying on anticipated parking structure revenues, the study recommends establishing a valet parking lease and/or a valet franchise program in each community. Other sources of revenue recommended by the study include paid on-street parking (only for La Jolla), and inclusion of commercial and/or residential spaces within the parking structure. However, even after these sources of revenue, the capital outlay estimated for the parking structures is significantly higher than the estimated revenues in all three communities.

Wilbur Smith Associates' initial analysis indicates that for *all* the proposed parking facilities, in *all* three communities, there would be a deficit between the net revenues generated by the parking facilities and the annual debt service amount required to construct the facilities (not including any additional coverage required by investors). As a result, none of the proposed parking facilities would be self-supporting, and all would require some type of additional revenue pledge. Staff does not recommend any changes in the distribution of parking meter revenues to support the development of public parking structures.

In consultation with independent financial advisor Kitahata & Company, staff has identified five general mechanisms to finance the construction of visitor oriented parking facilities. These financing mechanisms, discussed below, could be used separately or combined in order to finance the construction of visitor oriented parking facilities.

1. Single-Site Parking Revenue Bonds

This financing mechanism involves issuing bonds to finance the construction of a single parking facility. Under this mechanism, the only source of revenue available to make debt service payments on the bonds would be the parking revenues generated by the facility itself, net of any operating and maintenance expenses. Since the source of repayment for the bonds is dependent upon the successful construction and operation of the facility, the debt service coverage requirement for this type of revenue based bond issuance is rather strict. For instance, net parking facility revenues would need to exceed annual debt service payments by at least 150 percent. Due to this requirement, single-site parking revenues are a relatively expensive form of financing. In addition, since this financing mechanism is subject to the risk that the construction of the facility will be delayed or that initial facility revenues will not meet expectations, it is unlikely that single-site parking revenue bonds would receive an investment grade credit rating. As a result, it is possible that the number of investors willing to purchase single-site parking revenue bonds may be limited regardless of the interest rate at which the bonds are sold. Based upon the site-specific facility revenue analysis prepared by WSA, a single-site parking revenue bond issuance, on its own, does not appear to be feasible.

2. Multiple-Site Parking Revenue Bonds

Diversifying and broadening the revenues available to make debt service payments diminishes the risks associated with parking revenue bonds. One way to do this would be to increase the number of parking facilities that contribute revenues towards a combined debt service amount. For instance, if the net facility revenues from more than one parking facility are pledged to make bond payments, revenue contributions from successful facilities can offset under performing facilities. Ideally, a pool of multiple financed parking facilities would include pledged revenues from already existing parking facilities to support newly constructed facilities. In addition, a pool of financed parking facilities would be more financially secure if facilities from different communities, with different demand characteristics were included together in a merged financing. To create this type of financing structure, a number of cities throughout California and the nation have created citywide parking authorities to finance, construct, and operate parking facilities.

3. Enterprise Fund Parking Revenue Bonds

Another way to mitigate the risks associated with financing parking facilities would be to create a parking revenue enterprise fund to include other revenues in addition to parking facility revenues that could be pledged to make debt service payments. This technique could be used for either single or multiple sites. Examples of other revenues that could be included in a parking revenue enterprise fund are parking meter revenues, parking enforcement monies, valet parking fees, commercial and/or residential lease revenues, certain set allocations of general purpose revenues, and special property tax assessments levied on properties that would benefit from parking facilities. One or more of these revenues could be defined as enterprise revenues and used to make debt service payments. Cities with citywide parking authorities also often pool a mix of revenues to finance parking facilities.

4. Mello-Roos Bonds

The most financially feasible form of debt financing for a single-site parking facility would be to form a Mello-Roos community facilities district and secure debt service payments with a “special tax” levied upon property owners. A two-thirds vote of property owners would be required to form a Mello-Roos community facilities district. However, the special tax could be designed to include only those properties where owners would support the tax levy, and would be adjusted to vary by the level of benefit that the property owner receives from a parking facility. The tax payment could also be adjusted on an annual basis to take into account available parking facility revenues and other enterprise revenues first. As a result, the special tax would only need to be levied if other available revenues were insufficient to meet debt service requirements. The special tax liability would continue for the life of the bonds in the event that other available revenues were not sufficient to cover all the annual debt service. A parking facility financing supported by a Mello-Roos special tax is more likely to be saleable to investors than single-site parking revenue bonds secured only by facility revenues because there is an identified ultimate

source of repayment in the form of a Mello-Roos special tax in case facility revenues and/or other pledged revenues do not meet expectations.

5. Public-Private Partnership

A Public-Private Partnership is a contractual agreement between a public agency and the private sector whereby the resources of both the public agency and the private company are combined to provide greater efficiency and better access to capital. The public interest is fully assured through provisions in such a contract that would provide monitoring and oversight of the development and operation, and to maintain compliance with government regulations and environmental concerns.

Public-Private Partnerships can take many different forms and would have to be negotiated to meet the specific circumstances and interests of both parties involved. As an example, the City could provide funding for the acquisition of land for a parking facility. The revenues allocated to the Parking Meter District from the establishment of paid on-street parking within a parking district could then be utilized to pay the cost of the land acquisition. Under the partnership agreement, the private partner would build a facility to the specifications agreed to by the City, operate the facility for a specified time period under a contract or franchise agreement with the City, and then transfer the facility to the City at the end of the specified period of time. The private partner could provide all or a portion of the necessary financing for construction of the facility, therefore the length of the contract would need to be sufficient to enable the private partner to also realize a reasonable return on its investment. At the end of the contract period, the City could assume operating responsibility for the facility, contract the operations to the original private partner, or award a new contract to a new partner.

However, depending on the specific agreement, this type of financing may require a lengthy negotiation period; the city may not receive any operating revenues; the opening of the structure could be delayed; and the city could potentially spend time and money without finding a partner or reaching a suitable agreement.

Implementing Paid On-Street Parking in La Jolla

The implementation of parking meters in La Jolla will first involve the selection process for determining the type of meters best suited for installation. This process will involve identifying the meter capabilities, annual maintenance cost, financing options, and initial cost. It is also anticipated that the City will work with various community and business groups in this effort. This process is anticipated to take approximately 180 days.

Once the type of meter has been identified and the meters have been ordered; delivery and installation of the meters is anticipated to take approximately 120 days. Some preliminary cost estimates on meters range between \$500 for a basic four-space standard type meter to \$8,400 for a state-of-the-art solar panel meter. Contingent upon lease provider pre-approval, and

authorization and financing capacity considerations, the parking meters may be lease purchased through the City's EVFP. Revenues from future parking meter collections could fund the lease payments, although funding would need to be identified for the sales tax cost, which is not covered in the EVFP.

Prior to the delivery and installation of the meters, it is anticipated that the Community and Economic Development Department would move forward to establish a Parking Meter District in La Jolla. This would enable the utilization of future parking meter revenues for financing of the parking meters, and other parking and mobility activities within La Jolla, including assisting in the financing of any future parking structure.

Based upon the WSA study, it was anticipated that approximately \$3,285,000 in meter revenues would be collected on an annual basis with the installation of meters handling 1,421 parking spaces. Based on recommendations from the community, 211 additional spaces have been identified, increasing the total to 1,632 (see Attachment 2.4). Using this total of metered spaces, annual revenues are projected to gross \$3,700,000.

Current Council policy allows for the Parking Meter Districts to retain 45% of revenues collected, with the remainder deposited into the City's General Fund. Therefore, of the \$3,700,000 in gross meter revenues projected annually, approximately \$1,700,000 would remain in the La Jolla Parking Meter District to be utilized for annual lease payments on parking meters purchased, financing of a future parking structure, or other parking and mobility activities. It is anticipated that parking meter revenues should become available beginning in FY 04 to begin paying the lease payments on the parking meters. It is also anticipated that any purchase of parking meters through the EVFP, would be paid off in five years. Parking Meter District collections are projected to exceed the funds necessary to pay the obligation for the original purchase of the parking meters. Therefore, the remaining funds over and above those payments can be used to assist in payment of any debt financing on the future construction of a parking structure. If funding through the EVFP is found to be a feasible option, the Lease purchase payments for parking meters are estimated to range from \$45,000 to \$600,000 annually over the next five years, depending upon the actual cost of the meters.

Site Evaluation Study

A site evaluation will be conducted in the next phase. At the July 17, 2002 Land Use & Housing Committee Meeting, staff was directed to focus on the city-owned lot at Juan Street and Twiggs Avenue in Old Town, the Hornblend Street Site in Pacific Beach, and the Dip Site, Union Bank Site, and the Helen Smith Site in La Jolla. The site evaluation study in La Jolla would evaluate alternative parking structure locations and recommend one or two sites that could be taken into the preliminary engineering phase. The evaluation will identify opportunities and constraints associated with the three sites considering location, lot size, number of parking spaces and efficiency, retail opportunities, utilities, ingress/egress issues, traffic circulation, and construction phasing. In each community, a Site Evaluation Report would document results of the study and

identify recommendations. The site evaluation study phase may be combined with a preliminary engineering study phase which would result in time and cost savings (as outlined in the Fiscal Impact Section of this report).

Preliminary Engineering Study

The preliminary engineering task has three basic purposes; 1) develop the project design criteria, 2) develop the preliminary design and identify engineering elements, architectural elements, and environmental issues and processes, and 3) initiate public outreach and coordination with the public and agencies as it relates to the project design and architectural elements of the project.

The following subtasks are included in the Preliminary Engineering Study:

- A) Perform utility investigation and obtain necessary background documents, such as-built utility drawings, geotechnical reports, etc.
- B) Obtaining topographic mapping and surveys.
- C) Develop alternative functional layouts for the site. The drawings will identify the parking structure type, internal circulation system, ramp configuration, number of parking levels, number of spaces per parking level, parking space efficiency, and consideration for retail/office space.
- D) Perform traffic flow analysis to determine the number of required lanes at each of the planned ingress/egress locations.
- E) Develop preliminary construction costs estimates for each functional layout alternative.
- F) Conduct geotechnical investigation.
- G) Develop structural framing system and identify architectural and urban context, including such things as architectural theme, use of materials, textures and compatibility with the nearby buildings.
- H) Prepare site development plans including grading, drainage, utility, building footprint and setback, landscaping plan, and access/egress considerations.
- I) Develop architectural plan and elevation renderings for presentation purposes.
- J) Develop parking structure design plans and documentation to an approximate 30 percent level of completion.
- K) Prepare construction cost estimate.

- L) Develop estimate of construction schedule.
- M) Identify environmental requirements and processes for the project to move forward.
- N) Coordinate with City staff and conduct public outreach efforts with the community.

The final Preliminary Engineering Report would document the work of the Preliminary Engineering Phase, including design criteria, code requirements, environmental issues, next steps, and recommendations.

Land Development Code Overlay Zones and Enforcement of Parking/Zoning Violation Issues

During the July 17, 2002 Land Use and Housing Committee meeting, the Committee inquired about Land Development Code Overlay Zones and enforcement of parking and zoning violations. Staff was asked to look into issues involving regulations pertaining to the transit overlay zone, the tandem parking overlay zone, and the beach impact zone in the Land Development Code. These issues are covered in a separate Manager's Report: Amendments to the Transit Area Overlay Zone, adopted as part of the second update to the Land Development Code, scheduled for the September 4, 2002, Land Use and Housing Committee meeting.

Concerns regarding zoning violations that impact parking availability were also raised including garage conversions to living space, and the lease of development required parking.

On a complaint basis, the Neighborhood Code Compliance Department (NCCD) enforces the San Diego Municipal Code (SDMC) sections regarding the use of multi-residential unit parking spaces/garages, and the number of required parking spaces in conjunction with commercial development. The SDMC Section 142.0510(a)(2) does not allow off-street parking spaces to be used for storage or for business purposes. Required off-street parking spaces are to be used only for parking of the resident's own operable vehicles, or on-site intended business use. In addition, the SDMC provides that existing off-street parking spaces, which now serve a use that requires off-street parking spaces, shall not be reduced in number or dimension. The SDMC is silent on charging for parking whether or not it was required as part of the development of the site.

NCCD reviewed the number of complaints for the last three years regarding parking in Pacific Beach, La Jolla, and Old Town, and found that 313 complaints were filed. The owner/manager/tenant is responsible for parking their vehicles in the garage. Reasons owners cite for not parking in their garages include: recent manufactured vehicles (sport utility vehicles and pick-up trucks) are too high or too wide to park inside of the older garages as well as some of the newer garages; and tenants do not wish to park in garages that use alley access due to poor lighting and concern for their safety. This adds to the number of vehicles being parked on the street. The SDMC also requires that parking spaces/garages be available for vehicle parking. However, the City cannot require residents to park in the garage.

Per NCCD standard enforcement procedures, within 1-3 business days of receiving the complaint, the owner of the property is advised of the alleged violation and requested to correct the alleged violation should it exist, by a given date. The complainant is also advised of the date that the violation must be corrected and asked to notify NCCD if the violation continues. If the violation continues, NCCD issues a Notice of Violation requiring correction by a specific date. The Notice includes the consequences of failure to comply by the deadline such as Administrative Citations of up to \$100, \$250 and \$500, or a Civil Penalty Notice and Order with a maximum fine of \$2,500 per day up to a maximum of \$100,000.

Conclusion

For the three studied communities, the study shows that the current supply and demand conditions would justify the construction of one or more parking structures in each community, even after the appropriate parking management strategies are implemented. Detailed parking management strategies are included in Attachment 1. Attachments 2, 3, and 4 address the issues raised in the Visitor Oriented Parking Facilities Study for La Jolla, Pacific Beach, and Old Town.

Of the seven sites studied in La Jolla, three sites have been identified by the Land Use and Housing Committee as the most viable for a parking structure: the Dip Site (on Prospect Street at Girard Street), the Union Bank parking lot (on Herschel Avenue at Silverado Street), and the Helen Smith Site (on Herschel Avenue north of Silverado Street).

Of the two sites studied in Pacific Beach, the Hornblend Site (on Hornblend Street between Bayard Street and Cass Street) was found by the committee to be the most suitable. Of the two sites studied in Old Town, the city-owned parking lot (on the corner of Juan Street and Twiggs Avenue) was identified by the committee as the most viable.

To help finance the construction of public parking structures, the study recommends establishing a valet parking lease and/or a valet franchise program in each of the three communities. In addition to relying on parking facility generated revenue, other sources of revenue recommended by the study include paid on-street parking (only for La Jolla), and inclusion of commercial and/or residential components within the parking structure. However, even with these additional sources of revenue, the capital outlay estimated for each one of the parking structure concepts studied is expected to be significantly higher than the estimated revenues in all three communities. Thus, other sources of funding in addition to the facility revenues and parking meter revenue allocations would be required to move forward in pursuing the development of public parking structures.

The next step in the process for all the studied communities would be to proceed with the parking management strategies outlined in Attachment 1. In addition, for La Jolla, a site evaluation study would be needed to narrow down the three identified potential parking structure sites to one or two. The installation of parking meters in La Jolla would require establishing a parking meter

district and the purchase of the meters. For Pacific Beach and Old Town, the next step would include preliminary engineering studies of identified potential sites for public parking structures.

Upon completion of the site analysis, the feasibility of the options that have been identified to finance the construction of parking structures will be evaluated. Based upon this analysis, and the estimated costs and revenues associated with the recommended sites, suitable financing alternatives will be developed.

Respectfully submitted,

S. Gail Goldberg, AICP
Planning Director

Approved: P. Lamont Ewell
Assistant City Manager

GOLDBERG/SP

- Attachment:
1. Parking Management Strategies
 - 2.1 Visitor Oriented Parking Facilities Study for La Jolla
 - 2.2 La Jolla Study Area and Sub Areas
 - 2.3 Proposed Location for Conversion to Diagonal Parking in La Jolla
 - 2.4 Proposed Locations for Paid On-Street Parking in La Jolla
 - 2.5 Parking Structure Candidate Locations Cost/Revenue Analysis in La Jolla
 - 3.1 Visitor Oriented Parking Facilities Study for Pacific Beach
 - 3.2 Pacific Beach Study Area and Sub Areas
 - 3.3 Proposed Locations for Paid On-Street Parking in Pacific Beach, After Construction of Public Parking Structure(s) or Lot(s)
 - 4.1 Visitor Oriented Parking Facilities Study for Old Town
 - 4.2 Old Town Study Area and Sub Areas
 - 4.3 Proposed Locations for Paid On-Street Parking in Old Town, After Construction of Public Parking Structure(s)

Parking Management Strategies

Parking Management Strategies for La Jolla

- a. Conversion of parallel on-street parking spaces to diagonal spaces in various parts of La Jolla (see Attachment 3).
- b. Establish paid on-street parking in La Jolla on the streets shown on Attachment 4.
- c. Develop and implement a comprehensive signage program to maximize visitor awareness of public parking locations.
- d. Establish a 90-minute time-limit parking throughout the study area in La Jolla (except Coast Boulevard).
- e. Establish a 3-hour time limit parking on Coast Boulevard where no time limit currently exists.
- f. Evaluate establishing a valet parking lease and/or valet franchise program.
- g. Provide bicycle lockers and bicycle parking racks near businesses and along Coast Boulevard in La Jolla.
- h. Evaluate utilization of hand-held computers for recording parking duration in place of using chalk marks to prevent vehicle shuffling.
- i. Evaluate extending parking enforcement times to 8:00 p.m. to discourage long term parkers from utilizing parking spaces intended for visitors.
- j. Coordinate with the La Jolla Coastal Access and Parking Board and Promote La Jolla to encourage carpooling for employees.
- k. Work with MTDB to improve transit service in La Jolla, as feasible, to reduce parking demand.
- l. Amend Municipal Code Section 103.1205(a)(8)(B) to allow only by Special Use Permit, above ground parking structures in Zone 1.

- m. Amend Municipal Code Section 103.1205(b)(1) to eliminate the minimum percent of gross ground floor area requirement for above ground parking structures in Zone 1, as needed.
- n. Amend Municipal Code Section 103.1206(c)(3) to allow only by Special Use Permit, parking structures to exceed the two-story height restriction to three stories, as needed.
- o. Evaluate establishing an in-lieu fee program for development-required parking, after construction of new parking structures.

Parking Management Strategies for Pacific Beach

- a. Develop and implement a comprehensive signage program to maximize visitor awareness of public parking locations.
- b. Evaluate establishing a valet parking lease and/or valet franchise program to fund municipal parking in Pacific Beach.
- c. Provide bicycle lockers and bicycle parking racks near businesses and beach area in Pacific Beach.
- d. Evaluate utilization of hand-held computers for recording parking duration in place of using chalk marks to prevent vehicle shuffling.
- e. Evaluate extending parking enforcement times to 8:00 p.m. to discourage long term parkers from utilizing parking spaces intended for visitors in the study area.
- f. Investigate private development violation of parking requirements.
- g. Coordinate with Discover Pacific Beach (the BID for Pacific Beach) to encourage carpooling for area employees.
- h. Work with MTDB to improve transit service in Pacific Beach, as feasible, to reduce parking demand.
- i. Coordinate with Discover Pacific Beach to encourage employees who work in the core activity area to park in lots that are located further away from the core area.
- j. Coordinate with MTDB and Discover Pacific Beach to implement a public campaign to promote awareness of the availability of alternate public transportation that provides access for visitors and employees to the Pacific Beach area.
- k. Coordinate with San Diego School District and others for utilization of their parking lots by Pacific Beach business employees to alleviate long term parking shortage in the core activity areas.

- l. Evaluate amending the community plan to allow mixed use development along Garnet Avenue, Grand Avenue, and Mission Boulevard corridors.
- m. Coordinate with Pacific Beach Community Planning Committee and area residents about establishing residential parking permit program, as requested.

Parking Management Strategies for Old Town

- a. Amend Municipal Code Section 103.02.03(f)(3) to allow, by Special Use Permit the maximum height of the building to not exceed 30 feet, as needed.
- b. Amend Municipal Code Section 103.02.03(f)(2), to permit a minimum of 500 parking spaces in the structure, by Special Use Permit, as needed.
- c. Post a 2-hour time limit along the following streets: Congress Street, from Taylor Street to San Diego Avenue; Harney Street, from Jefferson Street to San Diego Avenue; and Conde Street, from Jefferson Street to the east end. Post a 3-hour time limit along the following streets: Juan Street, from Wallace Street to Harney Street; and Twiggs Street, from the west end to Congress Street.
- d. Develop and implement a comprehensive signage program to maximize visitor awareness of public parking locations.
- e. Coordinate with the Old Town Chamber of Commerce to encourage carpooling for employees to reduce parking demand.
- f. Coordinate with MTDB and the San Diego School District for utilization of their parking lots by employees in Old Town and evaluate shuttle service and satellite parking to alleviate long term parking shortage in the core activity areas of the historic district.
- g. Coordinate with the Old Town Chamber of Commerce to encourage employees who work in the core activity area to park in lots that are located further away from the core area.
- h. Work with MTDB and the Old Town Chamber of Commerce to improve public transit, as feasible, and to implement a public campaign to promote awareness of the availability of alternate public transportation that provides access for visitors and employees to the Old Town area, including the San Diego trolley and buses, Coaster, and Old Town Trolley buses.
- i. Provide bicycle lockers and parking racks near businesses.
- j. Evaluate utilization of hand-held computers for recording parking duration in place of using chalk marks to prevent vehicle shuffling.

- k. Evaluate extending parking enforcement times to 8:00 p.m. to discourage long term parkers from utilizing parking spaces intended for visitors.
- l. Evaluate establishing an in-lieu fee program for development-required parking, after construction of new parking structures.

Visitor Oriented Parking Facilities Study for La Jolla

The study area in La Jolla covered the Village area which is the commercial core of La Jolla, the La Jolla Cove area, and some surrounding residential areas. For analysis purposes, the study area is divided into several sub areas (see Attachment 2.2). The main activity areas that have the greatest parking deficiencies, are the Coast Boulevard beach area, the Prospect Street business district, and the Girard Avenue/ Herschel Avenue business district.

The existing parking supply available to the general public consists of free public on-street parking spaces; paid off-street spaces in private lots and underground garages; and valet parking. Most on-street spaces in the commercial areas have one or two hour time limits. Many of the off-street lots are reserved for monthly permit parking and are only partially available to the public. The study found the study area provided about 2,460 on-street spaces, 510 public off-street spaces in private lots/garages, and 200 spaces provided by valet services. The existing on-street parking occupancy exceeds 85 percent occupancy (practical capacity) in the main activity areas, for both the weekday and weekend in both the peak and off-peak seasons. As a result, occupancy exceeds practical capacity in the residential area between the Village and Torrey Pines Road. This causes spillover of demand to the surrounding residential areas.

The analysis determined that there is an existing parking deficiency in La Jolla of 730 spaces during the peak demand period. This shortfall is projected to increase to about 860 spaces by year 2005, and to about 1,170 spaces by year 2020. Future deficiencies will be most acute in Sub Areas 2, 4, and 5.

Several parking management strategies were explored to help bring the parking supply and demand into balance and to improve parking efficiency. Several streets were identified that could have the existing parallel parking spaces converted to diagonal spaces (see Attachment 2.3). This conversion could increase the supply by approximately 200 spaces. The study also recommends to increase availability of on-street parking through price differentials and higher turnover by implementing paid on-street parking along the streets listed in Attachment 2.4. Generated revenues could be utilized toward partial funding of parking structures.

Modifications to on-street parking time limits should be considered to maximize the opportunity for short-term visitor use, while off-street parking facilities should accommodate longer-term parking. Based on this evaluation, it is recommended that there be a uniform 90-minute parking time limit throughout the area, except on Coast Boulevard. A 1-hour parking time limit currently exists on Girard Avenue, from Prospect Street to Kline Street. A 2-hour parking time limit is currently posted from Kline Street to Torrey Pines Road. A 90-minute on-street time limit would encourage longer-term parkers to use off-street parking facilities, thereby allowing

these on-street parking spaces to be utilized for short-term visitors. On-street parking on Coast Boulevard has either no parking restriction or is limited to 2 or 3 hours. For Coast Boulevard, existing 2- and 3-hour parking time limits are recommended to remain. Street segments within the area with no parking time limit currently are recommended to be posted with a 3-hour parking time limit.

In order to reduce parking regulation violations and abuse, the study recommends that parking enforcement be increased during the day and extended to 8:00 PM. To minimize vehicle shuffling and wiping chalk marks off tires by parking violators, the study recommends use of hand-held computers to record parking duration. Signs showing parking lot and garage locations along with advance signs directing visitors to these parking locations are also recommended. Other means of reducing parking demand through improved transit service, increased car pooling by employees and promotion of telecommuting/alternative work schedules for the business portions of the area, and to improve bicycle facilities to increase bicycle ridership should be explored.

Even with these parking management measures, a parking deficiency would still exist. Two or more public parking structure located in the Prospect Street business district and/or the Girard Avenue/Herschel Avenue business district would serve the most deficient areas of the Village area.

Seven candidate sites for parking structures listed in Attachment 2.5 were identified. Several factors, including site size and shape; existing uses; compatibility with adjacent uses; site accessibility for vehicles and pedestrians; and environmental considerations were used to select these sites.

For each of the candidate sites, parking structure concepts were developed to determine approximate parking capacity and to provide a basis for planning-level cost estimates. Attachment 5 shows the combined results of the cost and revenue analysis for each of the parking structure alternatives evaluated in La Jolla. The costs to develop a structure are quite high, primarily due to high land values in La Jolla. Due to these high costs, a public parking structure in La Jolla would not be financially self sufficient. The amount of revenue generated by the structure would be well short of the amount needed to cover the costs of operation and the debt service of the bonds issued to fund the construction of the structure.

Physical development of a parking structure on any of the sites appears practical. However; based on parking deficiency needs in each sub area, preliminary site analysis, cost estimates, and community input it would appear that the following sites are the most practical: 1) the Dip site located on Prospect Street at Girard Street (all of the parking structure would be located under the public street right of way); 2) the Helen Smith Site located on the 7800 block of Herschel Avenue (currently covered by unoccupied buildings); and 3) the Union Bank parking lot at the Herschel Avenue/Silverado intersection (being used as the bank's parking lot).

The next phase would be to conduct a site evaluation study and financial analysis.

ATTACHMENT 2.2

**La Jolla Study Area & Sub Areas
(FIGURE)**

ATTACHMENT 2.3

PROPOSED LOCATIONS FOR CONVERSION TO DIAGONAL PARKING

(FIGURE)

Proposed Locations for Paid On-Street Parking in La Jolla

1. Prospect Street, from Cuvier Street to Cave Street.
2. Girard Avenue, from Torrey Pines Road to Prospect Street.
3. Herschel Avenue, from Torrey Pines Road to Prospect Street.
4. Ivanhoe Avenue, from Silverado Street to Prospect Street.
5. Wall Street, from Ivanhoe Avenue to Girard Avenue.
6. Fay Avenue, from Pearl Street to Prospect Street.
7. Cuvier Street, from Coast Boulevard to Prospect Street.
8. Eads Avenue, from Silverado Street to Prospect Street.
9. Silverado Street, from Draper Avenue to Ivanhoe Avenue.
10. Cave Street, from Prospect Place to Prospect Street.
11. Coast Boulevard, from Cave Street to Cuvier Street.
12. Coast Boulevard South, from Girard Avenue to Coast Boulevard.
13. Jenner Street, from Prospect Street to Coast Boulevard.
14. Eads Avenue, from Prospect Street to Coast Boulevard South.
15. Cave Street, from Prospect Street to Ivanhoe Avenue.
16. Kline Street, from Fay Avenue to Girard Avenue.

ATTACHMENT 2.5

Parking Structure Candidate Sites Cost/Revenue Analysis in La Jolla

(Table 3.5)

Visitor Oriented Parking Facilities Study for Pacific Beach

The study area in Pacific Beach generally covered the Garnet Avenue corridor west of Ingraham Street to the beach and the Mission Boulevard corridor between Missouri Street and Pacific Beach Drive (see Attachment 6).

The existing parking supply available to the general public consists of free public on-street parking spaces, and paid off-street spaces in private lots. Most on-street spaces in the commercial areas have one to two-hour parking time limit. The study found the study area provided about 2,480 on-street spaces, and 910 off-street spaces.

The existing on-street parking occupancy exceeds practical capacity, in the main activity areas, for both the weekday and weekend in both the peak and off-peak seasons. This causes spillover of demand to the surrounding residential areas. The analysis determined that there is an existing parking deficiency in Pacific Beach of about 430 spaces during the peak demand period. This shortfall is projected to increase to about 560 spaces by year 2005, and to about 880 spaces by year 2020. Future deficiencies will be most acute in Sub Area 1 and 3.

Several parking management strategies were explored to help bring the parking supply and demand into balance and to improve parking efficiency. On several streets the study recommends conversion of parallel on-street parking to diagonal spaces. Such conversion, if implemented could result in a net gain of about 65 on-street parking spaces. Pacific Beach Community Planning Committee has requested that such conversions be brought before them for recommendation for approval to the City Council.

Extending the on-street parking time limits on the study area streets were evaluated but based on parking occupancies, turn over, and duration was not recommended at this time. In order to reduce parking regulation violations and abuse, it is recommended that parking enforcement be increased during the day and be extended to 8:00 PM. To minimize vehicle shuffling and wiping chalk marks off tires by parking violators, the study recommends use of hand-held computers to record parking duration. Signs showing parking lot and garage locations along with advance signs directing visitors to these parking locations are also recommended. The study also recommends to coordinate with the San Diego School District and others for utilization of their parking lots by employees in Pacific Beach; and exploring shuttle service and satellite parking to alleviate long term parking shortage in the core activity areas. Based on field observations and input from the community groups, the study recommends investigating private development violation of parking requirements. Other means of reducing parking demand through improved transit service and increased carpooling by employees should be implemented.

Even after applying these parking management measures, a parking deficiency will still exist today and in the future. A parking structure located in Sub Area 1 around the business district would serve the most deficient areas of Pacific Beach.

Three candidate sites for parking structures were identified in Pacific Beach. They include the following: Hornblend Street Site 1 west of Cass Street with approximately 350 parking spaces; Hornblend Street Site 2 between Cass Street and Bayard Street with approximately 760 parking spaces; and the Bank of America parking lot on the southeast corner of Bayard Street and Felspar Street with 350 parking spaces.

Site 2 is recommended as the best potential site for construction of a low fee municipal parking structure. Once constructed, the site could provide about 760 parking spaces.

The costs to develop a parking structure are quite high and sources of revenue to fund it are limited. Due to these high costs, a public parking structure in Pacific Beach will not be financially self supportive. The amount of revenue generated by the use of parking structure will be well short of the amount that is needed to cover the costs of operation and debt service of the bonds to fund the construction of the parking structure.

To increase the availability of on-street parking spaces adjacent to the new parking facility and to increase utilization of the new municipal parking lot/structure, the study recommends implementing paid on-street parking along the streets listed in Attachment 7, after a new parking facility is built. The next phase would be to conduct preliminary engineering and financial analysis for construction of a municipal parking lot and subsequent parking structure on the Hornblend Street Site.

ATTACHMENT 3.2

Pacific Beach Study Area & Sub Areas

(FIGURE)

ATTACHMENT 3.3

Proposed Locations for Paid On-Street Parking in Pacific Beach, After Construction of a Public Parking Structure

1. Garnet Avenue, from Ocean to Dawes Street.
2. Hornblend Street, from Ocean to Dawes Street.
3. Grand Avenue, from Ocean to Dawes Street.

Visitor Oriented Parking Facilities Study for Old Town

The study area in Old Town is generally covered by Interstate 5, north to the Presidio Park and Presidio Hills Golf Course, and Old Town Avenue west to Interstate 8, including the Old Town State Historic Park area (see Attachment 8).

The existing parking supply available to the general public consists of free public on-street parking spaces; free public off-street spaces in the City, state, and MTDB Transit Center parking lots; some private underground garages; and valet parking. Most on-street spaces in the central core areas have no parking time limit. The study area provides about 590 on-street spaces, 1,058 public off-street spaces in private lots/garages, and 100 spaces provided by valet services.

Existing demand for parking exceeds the supply in the main activity areas. This causes spillover of demand to the surrounding residential areas. The analysis determined that there is an existing parking deficiency in Old Town of 365 spaces during the peak demand period. This shortfall is projected to increase to about 455 spaces by year 2005, and to about 675 spaces by year 2020. Future deficiencies will be most acute in Sub Area 3.

Several parking management strategies were explored to help bring the parking supply and demand into balance and to improve parking efficiency. On several streets the study recommends removal of the red curbs. On-street parking time limits are recommended to maximize the opportunity for short-term visitor use, while off-street parking facilities should accommodate longer term parking. Based on this evaluation, it is recommended that a 2-hour time limit be posted along the following streets: Congress Street, from Taylor Street to San Diego Avenue; Harney Street, from Jefferson Street to San Diego Avenue; and Conde Street, from Jefferson Street to the east end. A 3-hour time limit is recommended along the following streets: Juan Street, from Wallace Street to Harney Street; and Twiggs Street, from the west end to Congress Street. These recommendations are based on parking occupancy, duration, and turnover data obtained from the parking survey conducted in Old Town. Having time limits at these locations would create more parking space turnover in the core visitor area of Old Town. This change should be reevaluated after six months to ensure its effectiveness.

These on-street parking time limits will encourage longer-term parkers to use off-street parking facilities, thereby allowing these parking spaces to be utilized for short-term visitors. In order to reduce parking regulation violations and abuse, it is recommended that parking enforcement be increased during the day and be extended to 8:00 PM. To minimize vehicle shuffling and wiping chalk marks off tires by parking violators, the study recommends use of hand-held computers to record parking duration. Signs showing parking lot and garage locations along

with advance signs directing visitors to these parking locations are also recommended. The study also recommends to coordinate with MTDB and the San Diego School District for utilization of their parking lots by employees in Old Town and exploring shuttle service and satellite parking to alleviate long term parking shortage in the core activity areas of the historic district. Other means of reducing parking demand through improved transit service and increased carpooling by employees should be implemented.

Even after applying these parking management measures, a parking deficiency will still exist today and in the future. A parking structure located close to the State Historic Park and the business district would serve the most deficient areas of Old Town.

Two candidate sites for parking structures were identified. They included: the city-owned parking lot located at the Harney Street/Juan Street intersection with approximately 875 parking spaces; and, the state-owned parking lot at the Congress Street/Twiggs Street intersection with about 540 parking spaces. However, due to environmental constraints, and community and state park opposition, only the Harney/Juan Streets Site should further be pursued for a public parking structure.

To increase the availability of on-street parking spaces adjacent to the new parking facility and to increase utilization of the new municipal parking structure, the study recommends implementing paid on-street parking along the streets listed in Attachment 9, after the new parking structure is built.

The costs to develop a parking structure are quite high and sources of revenue to fund it are limited. Due to these high costs, a public parking structure in Old Town will not be financially self supportive. The amount of revenue generated by the use of parking structure will be well short of the amount that is needed to cover the costs of operation and debt service of the bonds to fund the construction of the parking structure.

The next phase would be to conduct preliminary engineering and perform financial analysis for construction of a new municipal parking structure at this city-owned lot.

Old Town Study Area & Sub Areas

(FIGURE)

ATTACHMENT 4.3

Proposed Locations for Paid On-Street Parking in Old Town, After Construction of a Public Parking Structure

1. San Diego Avenue, Conde Street to Twiggs Street.
2. Juan Street, from Arista Street to Wallace Street.
3. Conde Street, from Congress Street to northern terminus.
4. Harney Street, from Congress Street to northern terminus.
5. Twiggs Street, from Congress Street to Sunset Street.
6. Wallace Street, from Calhoun Street to Juan Street.